DOCUMENT RESUME

ED 290 727 SP 029 842

TITLE	Teacher Supply and Quality in the South. Assessing the State Role. A Report on the Consultation on Teacher Supply and Quality Convened by the Southern Education Foundation (Little Rock, Arkansas, April 16, 1987).
INSTITUTION	Southern Education Foundation, Atlanta, Ga.
PUB DATE	16 Apr 87
NOTE	24p.
PUB TYPE	Collected Works - Conference Proceedings (021) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	Black Colleges; *Black Teachers; Educational Objectives; Minimum Competency Testing; Policy Formation; *State Action; State Standards; Statewide Planning; Teacher Education Programs; *Teacher Effectiveness; *Teacher Shortage; Teacher Supply and Demand
IDENTIFIERS	Extended Degree Programs; *United States (South)

ABSTRACT

This report summarizes the results of a consultation that addressed the issue of the state role in attempts to reduce the minority teacher shortage in the south. Participants in the consultation made suggestions that should be considered by governors, state legislatures, state education agencies, and local school districts in working with the problems of teacher supply and quality. Since the colleges and universities that are the training grounds for prospective teachers are integral to these problems, their role is also considered. (JD)

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TEACHER SUPPLY AND QUALITY IN THE SOUTH

Assessing the State Role

A report on the Consultation on Teacher Supply and Quality
convened by the Southern Education Foundation

SP029842

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Assessing the State Role

A report on the Consultation on Teacher Supply and Quality
convened by the Southern Education Foundation

April 16, 1987
Little Rock, Arkansas

SEF
SINCE 1867

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Acknowledgements

The Southern Education Foundation wishes to express its sincere appreciation to the many individuals who helped in bringing this second Consultation on Teacher Supply and Quality to fruition. We are most grateful to Arkansas Governor and Mrs. Bill Clinton and their staffs, who did their utmost to extend a warm welcome to us in Little Rock and ensure a pleasant stay for conference participants. We thank also SEF's Task Force on Issues in Education and Employment, consisting of Myrtis Powell, chairman, Peter B. Edelman and Harvey Pressman, whose advice and recommendations were invaluable. Thanks are also due to the many individuals who took time from busy schedules to join us at the Consultation. We are grateful to all those who spoke at the Consultation, and appreciate especially the work of former governor Richard Riley of South Carolina, who presided over the afternoon session. We hope that we have captured in the following pages the participants' active commitment to resolving issues related to teacher supply and quality.

TEACHER SUPPLY AND QUALITY IN THE SOUTH:

Assessing the State Role

As part of its effort to address public policy issues relating to education in the South, the Southern Education Foundation (SEF) recently sponsored two consultations on the critical issue of teacher supply and quality in the South. The first was held on September 12, 1986 in Atlanta, and attempted to identify strategies and solutions to resolve the teacher supply problem. The second consultation was held April 16, 1987 in Little Rock, Arkansas, and addressed the issue in terms of the state role in attempts to reduce the minority teacher shortage. A report summarizing the results of the first consultation was issued in early 1987, and this document highlights the issues raised in the more recent consultation.

The shortage of teachers in the South, particularly black and male teachers, has been well documented. By 1990 the proportion of minority teachers in the United States is predicted to drop from 12 percent to five percent. The size of the total black college population has shrunk by 15 percent since 1976. Twice as many minority education majors fail current required standardized teaching tests as white students, and the number of education graduates from historically black colleges—still the source of two out of three black teachers in the country—has plummeted.

This report looks at some of the policies that participants in the second consultation suggested should be considered by governors, state legislatures, state education agencies and local school districts in addressing the problems of teacher supply and quality. Since the colleges and universities that are the training grounds for prospective teachers are integral to these two problems, this report will not ignore their role in these issues.

The purpose for publishing and distributing this report was made very clear by Hillary Clinton, first lady of Arkansas, in her opening remarks to the consultation. She told the participants that the message of the two SEF conferences must be delivered beyond that audience to administrators, legislators and the general public if it is to have any impact on public policy.

The Southern Education Foundation is most grateful to Arkansas Governor Bill Clinton and Mrs. Clinton for taking time from busy schedules to discuss their very active roles in these issues, and for hosting the consultation in their state. We also are appreciative of the work of SEF's Task Force on Issues in Education and Employment, composed of Myrtis H. Powell, Peter B. Edelman, and Harvey Pressman, which has focused on teacher supply and quality in recent years and was instrumental in developing an agenda for both consulations.

Elridge W. McMillan

Robert A. Kronley

Robert Kronley and Elridge McMillan

AN OVERVIEW OF THE STATE ROLE

"The current wave of educational reform is in part a response to public realization that knowledge is the new currency that drives economic growth, and that the decline of the American economy relative to other nations is in part a result of the decline of the American educational system relative to other nations."

Yvonne Miller

Yvonne Miller, a state legislator from Virginia who is also head of the Department of Early Childhood Education at Norfolk State University, reminded the consultation participants that the state's role in establishing and supporting an educational system begins with a particular provision of the state constitution mandating such activities. "The current wave of educational reform is in part a response to public realization that knowledge is the new currency that drives economic growth, and that the decline of the American economy relative to other nations is in part a result of the decline of the American educational system relative to other nations," she said.

Dr. Miller emphasized that even though the constitutional mandate for state support for an educational system is clear-cut, as is the economic necessity for an effective educational system, legislative confidence in the effectiveness of the educational system is not so clear cut. One reason for this, she said, is that the legislators delight in the business of lawmaking, and many are attracted also to the legislative functions of budget review and appropriations which give them a say in how the state's resources are allocated among competing needs and among competing districts. "On the other hand," Delegate Miller said, "not many legislators are willing to take on the more distasteful task of reviewing agency performance and program effects, and they aren't willing to adopt the tough and critical posture required by oversight. Few people want to confront others and tell them that they should be doing a better job or that what they are about is not really working."

Regardless of whether legislators work effectively at their tasks, Dr. Miller reminded the delegates that legislators will play key roles in deciding who will teach the children, who will decide who will teach the children and who will teach the teachers.

Norman Francis, president of Xavier University in New Orleans, expressed general support for the goals and objectives of the various reports on educational reform that have appeared in recent years. Dr. Francis served as a member of the commission that in 1983 produced the report *A Nation at Risk*, which is generally credited as being catalyst for the educational reform movement of the 1980s. However, he warned the consultation participants that "we must be very clear about the strategies that we choose to achieve these goals and objectives lest we damage the whole educational system more than we help it." Dr. Francis emphasized the need for much closer collaboration than there has been between state policy makers and

practitioners in the field in working out the final design of educational reforms to ensure that these reforms are truly practical. He also emphasized the need for involving colleges and universities in the design of educational reforms, and expressed concern over the fact that educators don't speak in a language that the public can understand, and thus the media does not disseminate educational proposals to the public very extensively. "The result is that educators don't get the kind of public support that they need," he said.

Yvonne Miller

Maintaining the Momentum of Education Reforms

Hillary Clinton, an attorney and first lady of Arkansas, stressed the importance of maintaining the momentum that has made education a political priority. "How do we maintain the momentum in a political system that we all know is pretty faddish?" Mrs. Clinton asked the participants. "What's in this year may not be in next year," she said. "Education may not be hot in three years. How do we give the kind of support to those of you who are in the field in places like Tuskegee, Vanderbilt, or University of Central Arkansas, to let you know that the political leadership will be there as you begin to implement the reform strategies that you all are engaged in?

"I think these are critical issues when we talk about the state's role," she said, "because all of us in this room will bear some responsibility for assuring that education stays at the top of the priorities. We will have to be involved deeply in following through on what we have begun, and in looking for ways to finance that and to otherwise promote the priorities for education."

Recruitment: Keeping the Teacher Education Pipeline Flowing

Yvonne Miller told the consultation about the report of the Governor's Commission on Excellence in Education in Virginia which noted that for the state to have one of the best public education systems in the country, it would have to have "teachers of the highest caliber." The report stated that until recently Virginia did not have a specific strategy for recruiting highly qualified persons into the teaching profession, since women entering the work force provided that supply. The advent of a Civil Rights Act prohibiting sex discrimination and the opening of new job opportunities for women has substantially decreased the pool of persons seeking to enter teaching, and now in the 1980s various groups at the state level and at the school district level have had to devise strategies to increase the pool of prospective teachers. The report noted that the loss of prospective teachers is not attributable alone to changing career paths for women, and it pointed specifically to such things as low salaries, lack of opportunities to advance, discipline problems, ineffective school leadership, less than challenging teacher education programs, and the perception of teaching in society today as factors which have also acted collectively to hold down the supply of prospective teachers.

Hillary Clinton: **All of us will bear some responsibility for assuring that education stays at the top of priorities.**

Norman Francis: **We must be very clear about the strategies that we choose to achieve these goals and objectives lest we damage the whole educational system more than we help it.**

Virginia legislator and educator Yvonne Miller made the following recommendations to the legislatures of Southern states regarding how to increase the supply of teachers in general and of minority teachers in particular:

- Set policy guidelines that clearly relate educational excellence to economic development
- Eliminate some certification requirements that drive prospective teachers away
- Ensure that legislators are informed about issues of teacher quality by educators, parents and other concerned citizens and not just by state agency heads and staff who are often concerned with maintaining the status quo
- Conduct more analytical studies and committee reviews as a basis for making decisions
- Allocate reasonable amounts of resources to address the problems of teacher quality and supply.
- Exercise oversight to assess the impact of legislation, regulations and fund allocations on teacher quality and supply.

RECRUITMENT STRATEGIES

Calls for State-Funded Recruitment Efforts to Attract Prospective Teachers

Although many at the consultation believed that having state legislatures appropriate more money for teacher salaries would help to attract more prospective teacher candidates, some believed that the legislatures should target funds specifically toward teacher recruitment activities. Arkansas Chief State School Officer Tommy Venters pointed out that just as military scholarships have been used to promote military careers and medical scholarships have been used to promote medical careers, so should teacher education scholarships be used to promote teaching careers. Arkansas has taken a step in this direction with a new program of scholarships for teacher education students, which will begin in 1987-88. John Dornan, a consultation participant from North Carolina, reported that his state will be giving 400 scholarships annually–each worth $5,000 per year–to prospective teacher education students beginning in 1987-88.

Early Awareness Programs

Though teacher education scholarships can help a high school graduate decide to pursue a teaching career, there were several participants who argued that state and school district money should be targeted toward students who are several years away from high school graduation, to encourage them to start thinking about the possibility of a teaching career. Dr. Venters spoke of the need for early awareness programs that provide materials and information about teacher education to students in the elementary and junior high schools. He noted that most high schools in Arkansas have active student clubs affiliated with the Future Farmers of America or Future Homemakers of America but not with the Future Teachers of America or Teacher Cadet Clubs. He also noted that faculty sponsors of clubs promoting farming or homemaking were paid salary supplements for this service, whereas faculty sponsors of teacher clubs or English clubs or biology clubs where prospective teachers might be developed were generally not paid a salary supplement. Another consultation participant suggested that state legislatures fund an equivalent of the federal Upward Bound Program of summer and weekend academic enrichment for high school students who have indicated an interest in teaching careers.

Dr. Venters: **Right now states have some evidence of a shortfall in teacher supply in certain areas. However, this data has not been placed into a central computer, nor is there any data in a central computer that spells out the number of students in grades eight through twelve who have expressed an interest in a teaching career. Without a data base, state agencies and school districts cannot engage in effective long-range planning and legislatures cannot receive the kinds of analytical reports upon which to make funding decisions.**

Recruitment through Public Television

Joseph Brown of the University of Virginia noted that state legislatures control substantial portions of the budget that operates the state educational television networks and that television has an enormous impact on young people. "These facts should prompt state education officials to initiate plans for having the state educational television network produce and broadcast one or more programs directed toward counseling young people into becoming applicants for teacher education programs," Dr. Brown suggested.

Education Data Bases

Dr. Venters also recommended that legislatures in the South fund data bases operated by state education agencies for monitoring current and future supply/demand relationships among a state's teachers. "Right now states have some evidence of a shortfall in teacher supply in certain grade levels, in certain subject areas and in certain parts of the state as well as according to race and sex," Dr. Venters said. "However, this data has not been placed into a central computer, nor is there any data in a central computer that spells out the number of students in grades eight through twelve who have expressed an interest in a teaching career and have indicated their specific teaching interests, their desired location for teaching and their specific race and sex. Without such a data base, state agencies and school districts cannot engage in effective long-range planning and legislatures cannot receive the kinds of analytical reports upon which to make funding decisions relative to teacher education," he concluded. Also without such a data base, he said, high school and college career counselors cannot be as definitive as they should be in pointing to the

specific kinds of job opportunities that will be available in the state when a prospective teacher candidate completes his or her period of formal study. The absence of such definitive data can be the difference between a prospective teacher candidate remaining with the teacher education program or transferring to some other career path, Dr. Venters said.

Targeting Prospective Teachers

Richard Riley, the former Governor of South Carolina who was an early leader in the educational reform movement in the South, spoke to the consultation regarding the impact that educational reform in South Carolina was having on increasing the pool of students who could consider teaching careers. He stated that compared to the data recorded for 1982, the number of students in elementary and secondary schools in South Carolina who met the criteria for participation in the state's gifted and talented program had risen by 50 percent in 1987. The number of black students scoring above the national average in comprehensive tests of basic skills in 1986 was up 60 percent over what it had been in 1982. "An increased number of prospective teacher candidates is out there in the public schools," Mr. Riley said, "and the states need to design the strategies to convert these prospects into actual teachers." (A detailed description of the recently established South Carolina Center for Teacher Recruitment is contained in the report on the first SEF consultation on Teacher Supply and Quality in the South.)

Former S.C. Governor Richard Riley: **An increased number of prospective teacher candidates is out there in the public schools, and the states need to design the strategies to convert these prospects into actual teachers.**

Sandra Vaughn and Joseph Brown

One participant suggested that universities should establish cooperative arrangements with local school districts whereby graduate students who are candidates for masters and doctorate degrees would be awarded graduate assistantships requiring part-time teaching, not at the university but in the local school district. She also proposed that colleges of education devise appropriate programs for easier entry into teaching for persons who have been employed in a non-teaching capacity but would be interested in entering teaching. Such programs would also require the cooperation of the state agency responsible for teacher certification.

Special Efforts to Attract Minorities

Several participants expressed their concern about the need for programs to increase the number of parents, grandparents, ministers and teachers in the black community who speak actively to young people on behalf of teaching careers. The report on the teacher education scholarships program in North Carolina included a comment from John Dornan that the program had not produced as many black applicants as had been hoped. Some high schools with 70 percent black enrollment would produce six applicants, of whom only one would be black.

Dr. Brown called for development of a "revival spirit" in the area of minority teacher recruitment, "where professional teachers look their students in the eye and say 'I want you to follow me'." When he arrived at the University of Virginia, he did not find a single black student whom he was teaching expressing an interest in a teaching career. He then began taking some of his class time to talk about the positive values of a teaching career, and as a result, he has since written ten letters of reference for black students who have applied for teaching positions in public schools or for admission to graduate schools with the ultimate goal of entering the teaching profession.

TEACHER EDUCATION PROGRAMS

Searching for the Right Structure and the Proper Content

A major issue related to the teacher shortage is the structure and content of programs designed to prepare students to enter teaching careers. The debate on this issue revolved first around whether the teacher education program should emphasize the arts and sciences or professional education; whether the program should prescribe four or five years of study, and finally, whether teacher candidates should complete a one-year internship before becoming fully certified.

Arts and Sciences vs. Professional Education

Yvonne Miller reported that the Governor's Commission on Excellence in Virginia recommended that effective in 1992 all teachers educated in Virginia be required to earn an undergraduate degree in an arts and science discipline. The commission also recommended that statewide program standards for prospective teachers be revised to limit professional education requirements to 18 semester hours. It further recommended that all colleges and universities in the state be required to review and restructure their programs for educating teachers and that the restructured programs be approved jointly by the state's Council on Higher Education and its Board of Education. These two bodies would then be expected to submit a report on the restructuring of the teacher education program to the governor and to the General Assembly by July 1, 1988.

"The commission's recommendations did not go unchallenged by various constituencies in the state of Virginia," Ms. Miller said. "There was substantial resistance to the recommendation that teacher education should lead to a degree in an arts and science discipline rather than to a degree in education. The commission did not have any valid research data to support the contention that this will make teachers any better." She added

Yvonne Miller

that the recommendation to limit professional education requirements to 18 semester hours is regarded by many people as a "short-sighted idea," which they are resisting.

Norman Francis told the consultation that whichever kind of degree is produced in the teacher education program, university presidents must exert more leadership within their institutions to ensure that all elements of the institution contribute to the training of teachers. "A teacher is a product produced by the entire arts and science program of the university," Dr. Francis said. "Unfortunately faculty in the arts and science departments of many universities regard the training of schoolteachers as not one of their responsibilities." He also emphasized the need for universities to work more closely with public schools to ensure that teacher preparation programs are better designed to prepare teachers for what they actually encounter in the public schools.

Four-Year vs. Five-Year Training

The issue of whether the minimum progam for training teachers should continue to be a four-year program or whether it should be expanded to a five-year program caused a good deal of debate among the consultation participants. Norman Francis expressed concern about the impact of a powerful body like the Carnegie Commission putting forward the proposal for a five-year teacher education program, which he called "too simple an answer to a complex problem." He added, however, that since Americans respond readily to simple answers to complex problems, he feared that state legislatures would rush headlong into establishing five-year program requirements for teachers with the net result of exacerbating the problems of teacher supply and teacher quality that we are trying to solve.

Dr. Francis indicated that he had not seen any research to prove that requiring prospective teachers to complete a master's degree would produce a better quality of teacher than would a program to improve the quality of the traditional four-year program. He noted that the entire undergraduate experience in American colleges and universities is currently being reviewed with the goal of achieving major program improvement, and if this is achieved, it would produce an improvement in teacher quality without the risks involved in changing basic teacher education to a five-year program. The risks inherent in a five-year teacher education program are that it would increase the cost of preparing teachers both for the student and for the university, destroy many teacher education programs in four-year colleges that do not have graduate programs, reduce the number of persons who would seek to qualify for teacher certification, and still not guarantee that the quality of teacher preparation would be improved. "If the proposed five-year program failed to produce the results that its proponents project," Dr. Francis concluded, "we could be left with the loss of an entire generation of teachers who either would not

or could not enter the teacher education pipeline."

Barbara Hatton, dean of the Department of Education at Tuskegee University, reaffirmed some of Dr. Francis' fears when she reminded the participants that black colleges are pouring more than a reasonable share of their limited funds into operating four-year teacher education programs and do not have the graduate capabilities or the resources to convert to five-year programs. "In Alabama every large institution has shifted to five-year teacher education programs," Dr. Hatton said, "and this is putting a squeeze on Tuskegee and other black colleges in the state. These colleges may need to do more networking and collaborating in order to develop a model for a five-year program, but I worry about the effects of all the black colleges trying to do the same kinds of things on an individual basis."

Other participants at the consultation added their arguments in opposition to a five-year teacher education requirement. One contended that "any normal person who spends twelve years in schools and four years in a college does not need a fifth year in college to become an effective teacher. If a college already has a weak four-year program in teacher education, adding another year to the program will only create a weak five-year program," he said. Another participant pointed out that many of the current four-year teacher education programs require five or more years for students to complete because they must spend part of the first year completing various remedial courses.

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Norman Francis

Ruth Steele and Gene Campbell

One outspoken advocate on behalf of a five-year teacher education program is Gene Campbell, dean of the University of Arkansas at Little Rock (UALR). She warned consultation participants not to take a stand against changing program requirements in a world where change was taking place so rapidly, and she expressed concern that the consultation was creating the image that the five-year program was a "dirty word" in teacher education. UALR adopted a five-year teacher education program beginning in the fall of 1986 after carefully researching the potential demand for such a program in Arkansas' major metropolitan area. Of some 208 students enrolled in the program, 95 percent had full-time jobs. Many of the students who enrolled already had four-year degrees and saw the five year program as a means of entering the teaching profession with only one year of additional study, Dr. Campbell said. They were not happy with the jobs that they held and saw teaching as a creative career change, she said. Some 18 percent of the students in the program are black, even though such students were traditionally attracted to the historically black University of Arkansas at Pine Bluff. Dr. Campbell encouraged all states to consider establishing five-year teacher education programs

"Any normal person who spends twelve years in school and four years in a college does not need a fifth year in college to become an effective teacher."

Conference Participant

Norman Francis

at the universities in major metropolitan areas where part-time study is common and where there are sufficient numbers of people who are seeking possible career changes after entering the job market with a four year, non-teaching degree.

Several participants addressed the question of whether or not teachers should be required to complete a one-year internship in the public schools before being fully certified. Willis Hawley, dean of Vanderbilt University's Peabody College for Teachers, reported that three different state boards in Tennessee had endorsed the concept of a year-long, paid internship for teachers that is independent of the teacher education program in the colleges. The internship would serve primarily as a basis for evaluating the performance of the candidate, and this evaluation would replace the National Teacher Examination as the basis for granting or not granting teacher certification. "The one-year internship could be viewed as a compromise in the argument over the merits of a four-year versus a five-year teacher education program," Dr. Hawley said. "It would also shift some of the cost for a fifth year of teacher education away from the student and the colleges and onto the public schools in the same way that the medical internship shifts some of the costs of medical education away from the student and away from the medical schools onto the hospitals."

Hawley reported that his research revealed that the teacher education experience "is not regarded by teachers as a powerful source of learning." He believed that teaching in a complex environment required a process of cognitive development "that did not allow one to learn the complexities of the activity until one had actually performed it." He noted that many teachers reported that they would benefit from a fifth year of study in graduate school only after they had taught for a while, and thus we should only consider five-year teacher programs if they include a paid internship between the fourth and fifth year, he said.

Black colleges play an important role in getting more black males into the teacher education pipeline.

Strengthening the Role of Black Colleges

Yvonne Miller pointed to the diminishing role that blacks are playing in the public schools of Virginia and noted that in the 1984-85 school year, Virginia hired 290 more white teachers but 101 fewer black teachers. "Clearly," she said, "there is a role for black colleges to play in increasing teacher supply and in restoring racial balance to the ranks of teachers in the public schools of the South." She added, however, "in many states black colleges are not seen as permanent parts of the state system of higher education, and they get dumped on in terms of funds, facilities and programs." Since 65 percent of black education graduates in the South come from historically black institutions, we must do more, she said, to publicize the total contribution of these institutions and to ensure that they receive proper recognition from the public and proper funding from state government.

Antoine Garibaldi, chairman of the Department of Education at Xavier University in New Orleans, emphasized the particular role that black colleges must play in getting more black males into the teacher education pipeline. He warned that unless this issue was addressed, there would always be a major gap in the South in the general supply of teachers and the specific supply of black teachers. He lamented the fact that over the past four years there have been 130,000 to 150,000 more black females than black males going to college, and said this was a problem that needed to be addressed at the elementary and secondary school level as well as the college level. "No institution is better equipped to address this problem than the historically black colleges and universities," he said.

Willis Hawley, Ida Baker, Horace Tate

TESTING PROSPECTIVE TEACHERS

Looking for the Winning Numbers

When the consultation turned to the controversial issue of testing prospective teachers, Barbara Hatton of Tuskegee University minced no words in saying:

...for me in a historically black college, the test is a political device used by others to hurt me. In other words, I know that when the tests were implemented people knew blacks weren't going to pass and that this was going to wipe out black teachers. That was predictable. That was known. At the same time, I had to use that test as a lever to get some changes and to get resources to do some things to help kids. So the test is a double-edged sword. I know it's terrible. I tell my students it's terrible, and don't believe in the test, but pass it... If you can treat it as a political device, it is as important to those who are trying to change black colleges as it was to those who were trying to do something ugly to black colleges when they came up with some of these versions of things that we use.

Barbara Hatton

Xavier University President Norman Francis was equally outspoken about the confusion that has been thrust on black students by the testing controversy when he reminded the conference that, "we told black kids generally that those standardized tests really don't measure your ability, and then what they did was say, well if they don't measure my ability, then I don't have to worry about them. And so we created a self-fulfilling prophecy. They didn't worry about it; they didn't do well; and then people who got them said, ha-ha-ha, you're not doing so well."

Elridge McMillan, Mary Dilworth, Antoine Garibaldi

Dr. Francis emphasized that those who work in the colleges and universities must have the integrity to say to students that "we're going to teach solid courses and we're going to have high expectations, and regardless of what varying opinions may exist about testing, you pass this test because somebody's going to wash your face with it. Until the public gets rid of their high value on standardized tests, we've got to continue to tell those kids that it's serious business."

Dr. Hatton's argument that testing is a "double-edged sword" that cuts some black students out of teaching but in turn serves as a lever to extract more resources to help black students is evident in Virginia. Yvonne Miller reported that the Virginia legislature funded two projects at predominantly black Norfolk State University and Virginia State University to develop activities and strategies for improving student achievement on the National Teacher Examination (NTE). The project is funded for a two-year period at a total cost of two million dollars, and when completed, the private black colleges in Virginia will be given access to all of the products and procedures that have been developed. In addition, public school personnel will be involved in program development where feasible, and they will share in the results of the project. Ms. Miller concluded her remarks by saying that some see the testing issue as a black problem, but others see it as a statewide problem.

Several consultation participants took a pragmatic view about the necessity of raising the success rate of students completing the NTE. Antoine Garibaldi did not believe that an NTE test score had any predictive validity regarding how well a prospective teacher would do in the classroom. However, he did recognize

Ga. Senator Horace Tate:
I have seen no study whatsoever in all of my years working in education that shows a positive correlation between test scores and good teachers.

that it was the one mechanism in addition to a degree that would allow a student to become a certified teacher. Tommy Venters, Arkansas's chief state school officer, contended that passing the NTE provides a guarantee of minimal knowledge in the teaching area but does not provide a guarantee of competent performance as a teacher. "Competency as a teacher can only be determined through extensive evaluation during the period of student teaching and during the first two years on the job," he said.

Georgia state senator Horace Tate stated flatly that tests ought to be eliminated. "I have seen no study whatsoever in all of my years working in education that shows a positive correlation between test scores and good teachers," he said. The rest of those in attendance, however, seemed to accept the premise that for better or worse, testing of prospective teachers is not going to disappear from the

"I can't help (but) feel that when 90 percent of black college graduates are passing the NTE, we'll change the criterion reference to a comparison of absolute test scores."
Conference Participant

"Competency as a teacher can only be determined through extensive evaluation during the period of student teaching and during the first two years on the job."
Tommy Venters

certification requirements in many Southern states.

One development that could cause the testing controversy to become less agitated is the narrowing of the gap between white and black students with regard to passing the NTE. Arkansas Governor Bill Clinton reported that education reforms in Arkansas had in fact reduced the gap in various test scores between white and black students. He also reported on the specific progress made at the University of Arkansas at Pine Bluff (UAPB), the state's principal public black college, with regard to student success in passing the NTE. "In 1980 when the NTE was first utilized," Governor Clinton said, "the passing rate at UAPB was 35 percent. The institution immediately established a university college to provide remediation to students in need of such help, and by 1983 the passing rate had risen to 70 percent.

Norman Francis reaffirmed that the concept of equity and excellence requires that the states do more for some students than for others, as was the case in Arkansas, but he admitted that such a policy is regarded by some as "anti-American."

One participant expressed a lingering fear of what racism in the legislatures and educational agencies of the Southern states might do to change the rules of the game in order to keep more black candidates from entering the teacher ranks. He said, "I can't help (but) feel that when 90 percent of black college graduates are passing the NTE, we'll change the criterion reference to a comparison of absolute test scores."

Antoine Garibaldi

THE COST OF PRODUCING AND RETAINING MORE AND BETTER TEACHERS

The consultation participants discussed many aspects of the perennial problem that public education faces in the South and that many believe to be the ultimate solution to educational improvement–namely, money. The various questions that were raised relating to the costs of obtaining more and better teachers revolved around three principal issues:

- Does the South have the economic base for supporting higher state expenditures for training and retaining prospective teachers?
- What strategies should be utilized in dealing with the increased cost of recruiting and training prospective teachers?
- What strategies should be utilized in dealing with the increased cost of retaining the certified teachers that we already have?

With regard to the economic base in the South for supporting higher state expenditures for training and retaining prospective teachers, Arkansas Governor Bill Clinton reminded the participants that at one time all of the Southern states had "been in more or less the same boat because we had a similar enough set of economic circumstances that you could characterize us that way." He then added, "That's just not true any more." He pointed out that there are now two Souths: one which extends along the Atlantic seaboard from Virginia to Florida, is characterized by diversified economic activities, and has been experiencing substantial economic growth during the decade of the 1980s. The other South consists of all those Southern states that do not border on the Atlantic seaboard and where the economy is heavily dependent on agriculture, coal, oil and manufacturing. It is in this latter area that the economies in recent years have been either stagnant or actually declining.

The governor emphasized the close relationship between economic growth and the state's ability to sustain costly programs to attract and retain quality teachers. He noted that Florida and Virginia both have per capita incomes at or above the national average, with North Carolina and Georgia at about 93 percent of the national average. Thus, he said, it is easy to understand why teacher salaries in these states are comparably high among the Southern states. On the other hand, per capita income in Mississippi is only 70 percent of the national average, and teacher salaries there are among the lowest in the Southern states.

"Political and educational leaders today are asking the taxpayers to do something they've never been asked to do before, which is, instead of retrenching in tough times, to press forward, to initiate. At a time when it's toughest for you to pay, you should pay more."

Ark. Governor Bill Clinton

In Governor Clinton's own state of Arkansas, per capita income is 77 percent of the national average, but teacher salaries in Arkansas are 83 percent of the national average. "These higher teacher salaries," he indicated, "are a result of the state's effort to go beyond its limited means in supporting public education, and such an effort would have been easier if state revenues during the 1980s had experienced the same six percent annual growth rate experienced during the 1970s." Unfortunately, he indicated, those growth levels have not been achieved during the 1980s, and in fact during the last two fiscal years, state revenues in Arkansas have shown no growth at all.

In the face of stagnant economies that continue to afflict some of the states of the South today as they have been afflicted in the past, Governor Clinton appealed to the people of the South to respond to this new era of economic depression differently from the way they had responded to earlier periods of economic depression:

> *Historically all of us have been–in our part of the country–socially, culturally and fiscally conservative, and one of the things we've always done in tough times is just to tighten our belts and go on, because we know it's in the nature of life that there'll be good times and bad times, economically and otherwise. What a lot of the political and educational leaders today are asking the taxpayers to do is something they've never been asked to do before, which is, instead of retrenching in tough times, to press forward, to initiate. At a time when it's toughest for you to pay, you should pay more.*

Norman Francis reaffirmed support for Governor Clinton's view that funding for public education in the South can no longer be tied to the traditional ups and downs of the business cycle. "If we don't pay for better teachers and student learning today, we will most assuredly pay for it tomorrow in the form of lower economic productivity and shortages in certain categories of jobs that are vital for economic growth," he said. "Thank the Lord businessmen are now giving strong leadership because they see the connections between investing in education and productivity and the like," Dr. Francis added.

NATIONAL EDUCATION ASSOCIATION

"The increasingly high rate at which certified teachers are leaving the profession cannot be turned around until legislatures and school districts make a massive joint effort to raise overall teacher salaries substantially."

Antoine Garibaldi

Many participants in the consultation contributed ideas regarding the increased cost of recruiting and training prospective teachers. Several emphasized that this issue cannot be separated from the previously discussed issue of whether or not prospective teachers should be required to complete a four-year or a five-year program for certification. One participant pointed out that the University of South Carolina had changed its teacher education program from four years to five years but kept the programs in business and engineering at four years. Graduates of the programs in business and engineering, he said, continue to be offered higher starting salaries than do graduates of the program in teacher education even though the cost to the student of completing the teacher education program has been substantially increased. Hawley argued that if you increase the cost of becoming a teacher without proportionally increasing the benefits of being a teacher, you will have created a program that attracts too few students to be cost effective to the state and that also fails to be cost effective to the student.

Governor Clinton warned that the politics involved in funding public education in Arkansas were diverting support away from higher education and into elementary and secondary education, so that the institutions that train future teachers were now bearing an increased share of the financial burden involved in this task. He noted that there is always a greater constituency in the grass roots for support of public schools than there is for support of public colleges and universities since every child will enter the public schools but will not necessarily enter a college or university. He urged the consultation to address the necessity for continued public and legislative support for investment in higher education so that state legislatures do not fall into the trap of increasing funds for public schools primarily from cutbacks in funds for colleges and universities.

Dr. Hatton saw the high costs of teacher education that fall directly on the new student as a factor which limits the total supply of teachers. She noted that many freshmen and sophomore students who are considering a teaching career see the build-up of large balances in their student loan accounts which literally scare them into withdrawing from college prematurely in order to seek employment and pay off their loans. She urged state legislatures to consider implementing large grant programs for prospective teachers at the freshman and sophomore level in order that existing loan programs would only be utilized during the junior and senior years. This would have the effect of more equitably distributing the cost of training teachers between the state and the student, and would serve directly to attack the problem of limited teacher supply.

Yvonne Miller reported that the Commission on Excellence in Education in Virginia would let prospective teachers build up large loan balances through all four years of college. However, a portion of the student loan balance would be forgiven for each year following graduation that the student was employed as a teacher in the state. It was noted that this is one of the principal features included in the new teacher education scholarships that are being initiated in North Carolina.

Direct Subsidies to Black Colleges

McKinley Washington, a legislator from South Carolina, expressed the view that private black colleges were in the current position of subsidizing the efforts of Southern states to produce black teachers for the public schools, since these colleges generally receive no direct appropriations or grants from the legislatures of the states in which they are located. He urged these legislatures to initiate programs of direct subsidy to private black colleges that would be in addition to the subsidy many states already grant to individual students in the form of state tuition grants that are usable to attend private colleges.

Strategies to Retain Teachers

With regard to the issue of what strategies to use in dealing with the increased cost of retaining certified teachers who already work in the Southern schools, the consultation participants heard the two proposals that have been most commonly put forward on this matter. One solution proposed is to pay all teachers in the South a great deal more that they are currently earning. Antoine Garibaldi observed that teacher salaries in the South are between $4,000 and $5,000 below the national mean. "The increasingly high rate at which certified teachers are leaving the profession cannot be turned around until legislatures and school districts make a massive joint effort to raise overall teacher salaries substantially," Dr. Garibaldi said.

Yvonne Miller reported on the other approach to raising salaries, in which plans are developed for identifying highly effective teachers and increasing the salaries of these teachers by substantial amounts. The Commission on Excellence in Education in Virginia specifically recommended such performance-based compensation systems be initiated in the state for both teachers and principals. However, she noted, such recommendations are easier to make than to implement, since three different experimental studies were completed in the state dealing with performance-based evaluation and compensation plans, but none of the experimental plans were adopted for permanent use by any school districts.

ALLOCATING TEACHER SUPPLY EQUITABLY

Will the Numbers Balance?

One of the themes that continually emerged during the consultation was that there is not just a problem of general teacher supply being inadequate to demand, but that there are also a number of specific problems relating to the equitable distribution of the current and future supply of teachers on the basis of race, sex, teaching specialty and geographical location. Richard Riley, former governor of South Carolina, led a round table discussion on these issues. Mr. Riley spelled out some of the fundamental factors that have been creating a greater shortage of teachers in the South over the past several years. "The demand for more teachers was being driven by the migration of more families into the South from other regions of the country, a reduction in the average size of classes in Southern schools, and an increase in the number of programs being offered in the public schools that require new kinds of teaching specialties," Riley said. "This increase in demand for teachers has been occurring at the same time that the supply of new teachers is being limited by a decline in the number of college students who are preparing for teaching careers."

Several participants confirmed Mr. Riley's report of the teacher shortage in the South. Yvonne Miller reported that as of the date of the consultation, every one of the prospective graduates in teacher education at Norfolk State University who had completed all certification requirements had signed a teaching contract for the forthcoming school year. She added that in spite of the fact that there were no other graduates available to place, teacher recruiters from the school districts in Virginia were still coming to the campus. Dr. Garibaldi reported that at a job fair in New Orleans, the traditional pattern whereby applicants waited in line to be interviewed by recruiters had now reversed itself, and instead recruiters are waiting in line to talk to prospective applicants.

If the supply/demand relationship for teachers in general is getting increasingly out of balance, the consultation participants heard reports that the supply/ demand relationship for black teachers is getting even more out of balance. Dr. Miller indicated that the state of Virginia will need 16,000 additional teachers over the next four years, and with a minority student enrollment in the public schools of 25 percent, equity would dictate that 4,000 of those new teachers be black. Thus the state's thirty-six approved teacher education programs should be producing 1,000 new black teachers annually for each of the next four years, but the number of black graduates of these programs is currently far short of that level.

Governor and Mrs. Clinton

Former Governor Riley confirmed Dr. Miller's projection of growing racial inequity in the faculties of public schools in the South. He told the consultation that the percentage of black faculty members in the public schools of the South is declining, while the percentage of black students in these schools is either rising or remaining stable. Both Dr. Miller and Mr. Riley agreed that education for life in the multi-cultural society of America today requires a reasonable percentage of black faculty members in the public schools. Mr. Riley added that black faculty members also are needed in the public schools to help overcome the increasing problem of black students either dropping out of school or else remaining enrolled in school but dropping out of it "spiritually."

To reverse the declining percentage of black teachers in the public schools, one participant suggested that the state agencies and the school districts cooperate in developing a retention program directed specifically toward black teachers. Such a program would involve special training activities and counseling services designed to assist black teachers in achieving success in their work and in overcoming some of the problems that were causing black teachers to withdraw from teaching.

Opening Up Career Paths

Jack Gordon, a state senator from Mississippi, expressed the view that blacks in his state were dropping out of teaching when it became clear that the normal career path from teacher to principal was not available to them. He admitted that many white communities in Mississippi were still reluctant to promote good black teachers to positions as principals. On the other hand, Tommy Venters,

The percentage of males entering the teaching profession is too low at a time when male students in public schools need positive adult male role models with whom to relate.

director of the Department of Education for the State of Arkansas, reported that his state was directly attacking this problem by operating a Principal Assesment Center where black and female teachers were given priority slots for training to be leaders and role models and thus become more qualified for promotion to positions as school principals.

Horace Tate, a state senator from Georgia, pointed to that state's program for certifying teachers as one that was not viewed as favorable by prospective black teachers. The program involved a fifth-year internship for teacher education graduates followed by an evaluation by the superintendent of the district in which the internship took place. The evaluation includes a recommendation regarding whether the prospective teacher should be certified, and many black prospective teachers believe that racial bias enters into these recommendations, which in turn further discourages blacks from pursuing a teaching career in that state.

Mr. Riley confirmed that the percentage of males entering the teaching profession is too low at a time when male students in public schools need positive adult male role models with whom to relate. However, there were no specific recommendations that emerged from the consultation regarding strategies for encouraging males to enter a profession that remains predominantly female.

Specialty Shortages

Yvonne Miller alerted the consultation to the problem of inequitable distribution on the basis of teaching specialty. She quoted a study by the Taylor-Murphy Institute which reported critical shortages of teachers in the areas of science, mathematics, foreign languages and special education, with very critical shortages of teachers for the learning disabled, emotionally disturbed and the severly and profoundly handicapped. Tommy Venters did not offer any ultimate solution to the problem, but he did report on a project that would facilitate the redistribution of teachers from areas where some teaching specialties were in surplus supply to areas where these specialties were in scarce supply. The project is currently being developed by the organization of chief state school officers and would involve in part an exchange of certification across state lines. The project also includes establishment of a data base to identify teacher surpluses and shortages by subject area so that the exisiting teacher supply may be more equitably distributed by subject area.

Yvonne Miller also alerted the consultation to the maldistribution of teachers geographically within each of the Southern states. Urban areas tend to attract a greater supply of teachers than do rural school districts, and suburban schools tend to attract more teachers than do inner city schools. One consultation participant concluded that the only fundamental solution to this problem is to increase the total flow of college students through the teacher education pipeline so that unfilled positions in rural areas and in inner cities would ultimately be filled.

Arkansas Gov. Bill Clinton and Carl J. Gordon

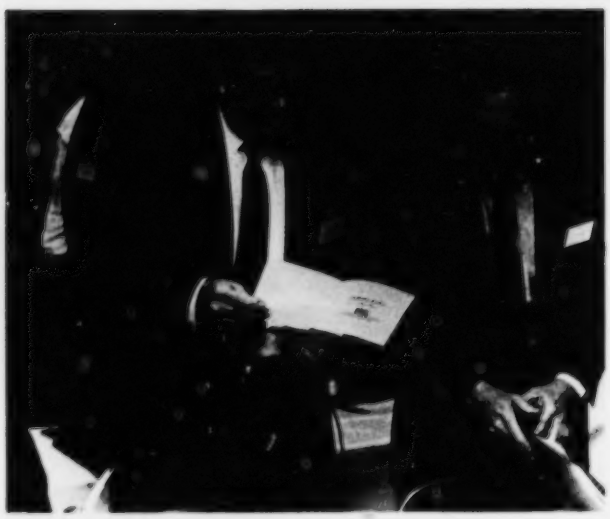
THE FUTURE FOR TEACHER SUPPLY AND QUALITY IN THE SOUTH

Much has appeared in the media in recent years about the shift of the American economy toward declining competitiveness, declining productivity and an increasingly unfavorable balance of trade. Much has also appeared about the decline in American educational standards as reflected in the declining test scores of students, the widespread functional and cultural illiteracy of high school graduates, and the decline in the quantity of teachers in the public schools. Although the media at first presented these two phenomena as separate "stories" in their broadcasts and publications, economists and educators soon began to present them as a single story. They emphasized that the decline in the American economic position in the world was in part being caused by the decline of the American educational position in the world, and until Americans learned more and understood more about how everything that surrounded them functioned, those things were not going to function very well.

The response to a declining economic situation resulted in sweeping new action of the federal government directed toward reform of the tax code, trade laws and the power of regulatory agencies. The response to a declining educational system resulted in new programs of the state government designed to reform the quantitative and qualitative standards that apply to the operation of the public school system. One aspect of the educational reform movement has been the publication of various reports by knowledgeable and experienced groups that outline some of the directions that should be taken to implement the educational reforms that the public is demanding. The two reports on "Teacher Supply and Quality in the South" are themselves a part of that movement. The value of these reports cannot be determined solely by those who attended the two consultations. Instead, their worth will be determined by the governors, legislatures, state agencies, school districts, teacher organizations, colleges and universities, and citizens of the South toward which the recommendations in these two reports are directed. These groups acting collectively will determine what will be the future for teacher supply and quality in the South.

NATIONAL EDUCATION ASSOCIATION

April 16, 1987 **Little Rock, Arkansas**



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